U. S. Department of the Interior
Bureau of Land Management

Stakeholders & Partners 2003 Survey Results

Contents

Background and Objectives

- **The survey was carefully designed to measure Stakeholders and Partners' satisfaction with each of the key sub-processes within BLM's operations.**
  - **The following BLM sub-processes were measured in this survey:**
    - **Ability to Manage Stakeholder/Partner Meetings**
    - **Cooperation with the Community**
    - **Relationship Building**
    - **Ability to Work with Other Agencies**
    - **Implementation of Regulations, Policies, & Guidance**
    - **Resource Management**
    - **Service Quality**

  - **The following BLM sub-processes were measured in this survey, but are analyzed in the Grazing Report.**
    - **Monitoring of Grazing Permits/Leases**
    - **Renewal of Existing Grazing Permits/Leases**
    - **Standards & Guidelines**
    - **Compliance**

Executive Summary:
Overall Satisfaction & Leverage Areas

- **36.2% of stakeholders and partners reported being satisfied to very satisfied with the overall operations of BLM (Q18).**
  - **35.5% of stakeholders and partners reported being satisfied to very satisfied across the seven sub-processes.**
    - **The percent favorable across the seven sub-processes is based on the Mean Overall Satisfaction Across Sub-Processes score--the average of the mean satisfaction scores for each of the seven sub-processes (including the overall questions).**

- **If resources are limited, _leverage results*_ suggest focusing on these areas first because they were the best predictors of overall satisfaction (as reported in Q18).**
  - **Making its management decisions based on scientifically sound data (Q9D).**
  - **Working with interested stakeholders/partners to establish a common vision for multiple uses on BLM managed lands (Q3A).**
  - **Having a consistent approach to land management across government agency boundaries (Q7.1.1b).**
  - **Maintaining the lands in healthy condition (Q9A).**
  - **Frequency of communications initiated by BLM staff to maintain an open line of communication (Q5A).**
  - **Managing these meetings such that conflicts can be resolved (Q3D).**

* Questions 9D, 3A, 7.1.1b, 9A, 5A, and 3D above predict 70.7% of the variance in Overall Satisfaction.

Executive Summary:
Strengths & Improvement Areas

- **Ability to Manage Stakeholder/Partner Meetings**
  - ☺ **Establishing forums/meetings to bring stakeholders and partners together to discuss public lands issues** (Q3B) **(46.2% favorable).**
  - ☹ **Balancing your issues appropriately with other stakeholders' existing issues** (Q3G) **(32.5% favorable).**

- **Cooperation with the Community**
  - ☺ **Having a visible presence in the community** (Q4A) **(39.8% favorable).**
  - ☹ **Promoting BLM and its mission to the public** (Q4B) **(28.3% favorable).**

- **Relationship Building**
  - ☺ **Informing you of upcoming events in matters in which you have indicated an interest** (Q5B) **(56.9% favorable).**
  - ☹ **Knowing the priority that your organization/ community has assigned to its issues** (Q5C) **(53.6% favorable).**

- **Ability to Work with Other Agencies**
  - ☺ **Satisfied with one-stop shopping opportunities offered by BLM and its Federal partners** (Q7.2) **(42.5% favorable)**
  - ☹ **Ability to work with state/local gov. agencies to have a consistent approach to land mgmt. across gov. agency boundaries** (Q7.1.2b) **(30.2% favorable)**

- **Implementation of Regulations, Policies, & Guidance**
  - ☺ **Involving your organization in the development of regulations, policies, and guidance** (Q8D) **(31.4% favorable)**
  - ☹ **Consistency implementing rules and regulations across BLM field offices** (Q8C) **(24.4% favorable)**

- **Resource Management**
  - ☺ **Protecting historical, cultural, and other significant natural resources** (Q9E) **(72.2% favorable)**
  - ☹ **Making its management decisions based on scientifically sound data** (Q9D) **(53.6% favorable)**
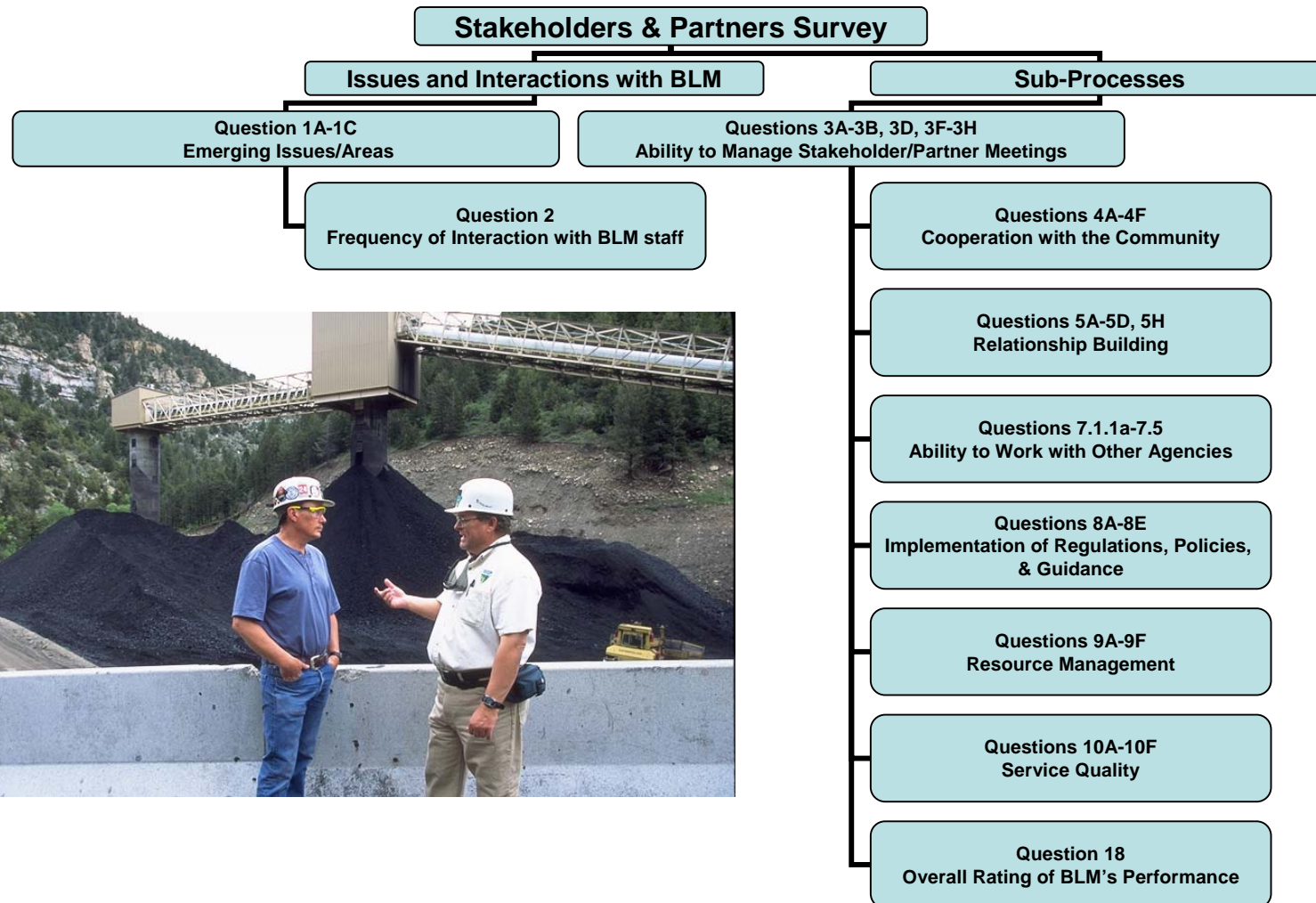
- **Service Quality**
  - ☺ **Responsiveness to your calls, emails, written communication** (Q10A) **(71.5% favorable)**
  - ☹ **Timeliness in working on issues that your organization brings to BLM's attention** (Q10B) **(46.5% favorable)**

Questionnaire Approach and Structure*

- **A private contractor was hired by the BLM to assist in an effort to construct and administer a survey instrument to accurately measure *stakeholder and partner satisfaction* with BLM.**

  – **Survey administration Aug. 20 to Sept. 6, 2003**

  – **Conducted over the phone by professional interviewers**

  – **Questions were asked of stakeholders and partners about their past experiences with BLM**
    - **800 surveys were completed with BLM stakeholders**
      – **Response rate 71.8% (95% confidence level, + or – 3.2%)**

- **74 questions were asked of BLM stakeholders and partners about their past experiences with BLM.**

  – **69 quantitative questions**
    - **A five point Likert scale ranging from 1-Needs Major Improvement to 5-Excellent was used for most questions.**
    - **Questions 2, 7.3, 20, 21, and 22 used a different scale, such as 0-No, 1-Yes.**

  – **5 qualitative questions**
    1. **Respondents area of primary interface**
    2. **Top emerging issues/areas that respondents anticipate dealing with on public lands that BLM manages.**
    3. **Examples of inconsistencies in implementing rules and regulations across BLM field offices.**
    4. **Examples of BLM doing a good job working with other agencies to improve consistency and/or convenience.**
    5. **Key areas where BLM could do a better job of working with other agencies to improve consistency and/or convenience.**

  – **22 of the 74 questions asked were related to stakeholders identified as grazing stakeholders, reducing the questions analyzed in this report to 52 questions.**
    - **The analysis for these questions can be found in the grazing survey.**
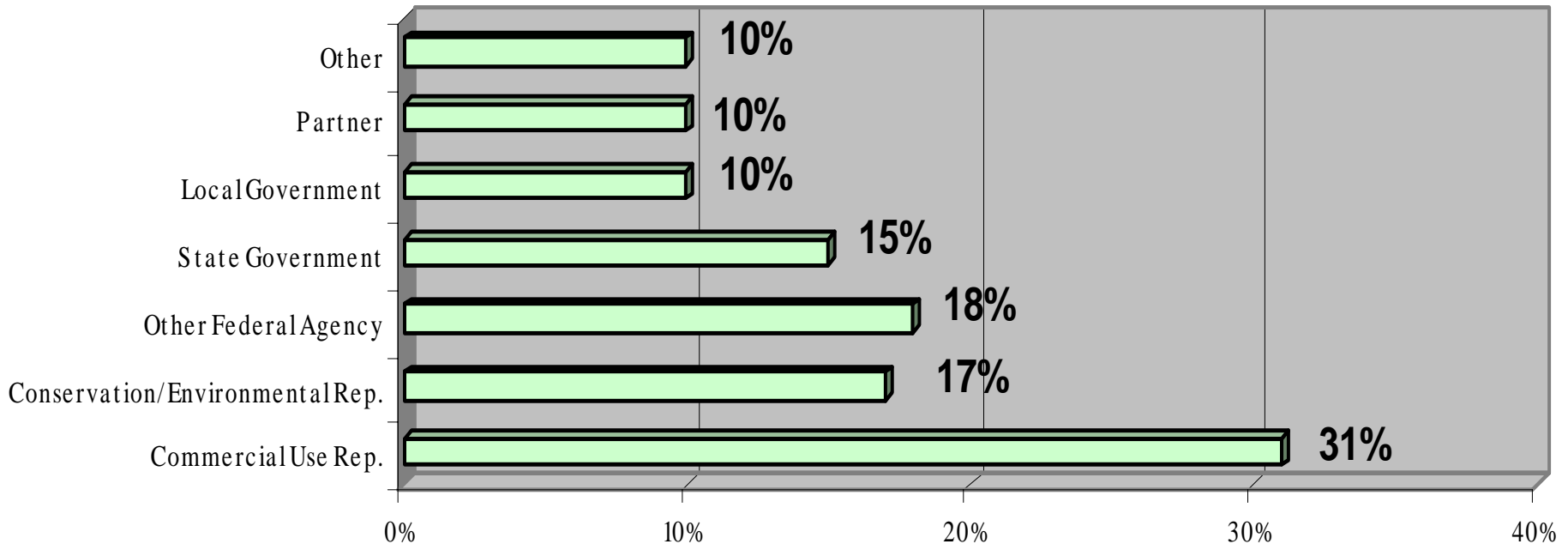
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Questionnaire Approach and Structure:

Stakeholders & Partners Survey Questions

Stakeholders & Partners Survey

Issues and Interactions with BLM

Question 1A-1C
Emerging Issues/Areas

Question 2
Frequency of Interaction with BLM staff

Sub-Processes

Questions 3A-3B, 3D, 3F-3H
Ability to Manage Stakeholder/Partner Meetings

Questions 4A-4F
Cooperation with the Community

Questions 5A-5D, 5H
Relationship Building

Questions 7.1.1a-7.5
Ability to Work with Other Agencies

Questions 8A-8E
Implementation of Regulations, Policies, & Guidance

Questions 9A-9F
Resource Management

Questions 10A-10F
Service Quality

Question 18
Overall Rating of BLM's Performance

Characteristics of the Sample
(800 Surveys Completed)

Respondents' Areas of Primary Interface (A4; n=800)

Category	Percentage
Other	10%
Partner	10%
Local Government	10%
State Government	15%
Other Federal Agency	18%
Conservation/Environmental Rep.	17%
Commercial Use Rep.	31%

0%   10%   20%   30%   40%

Characteristics of the Sample
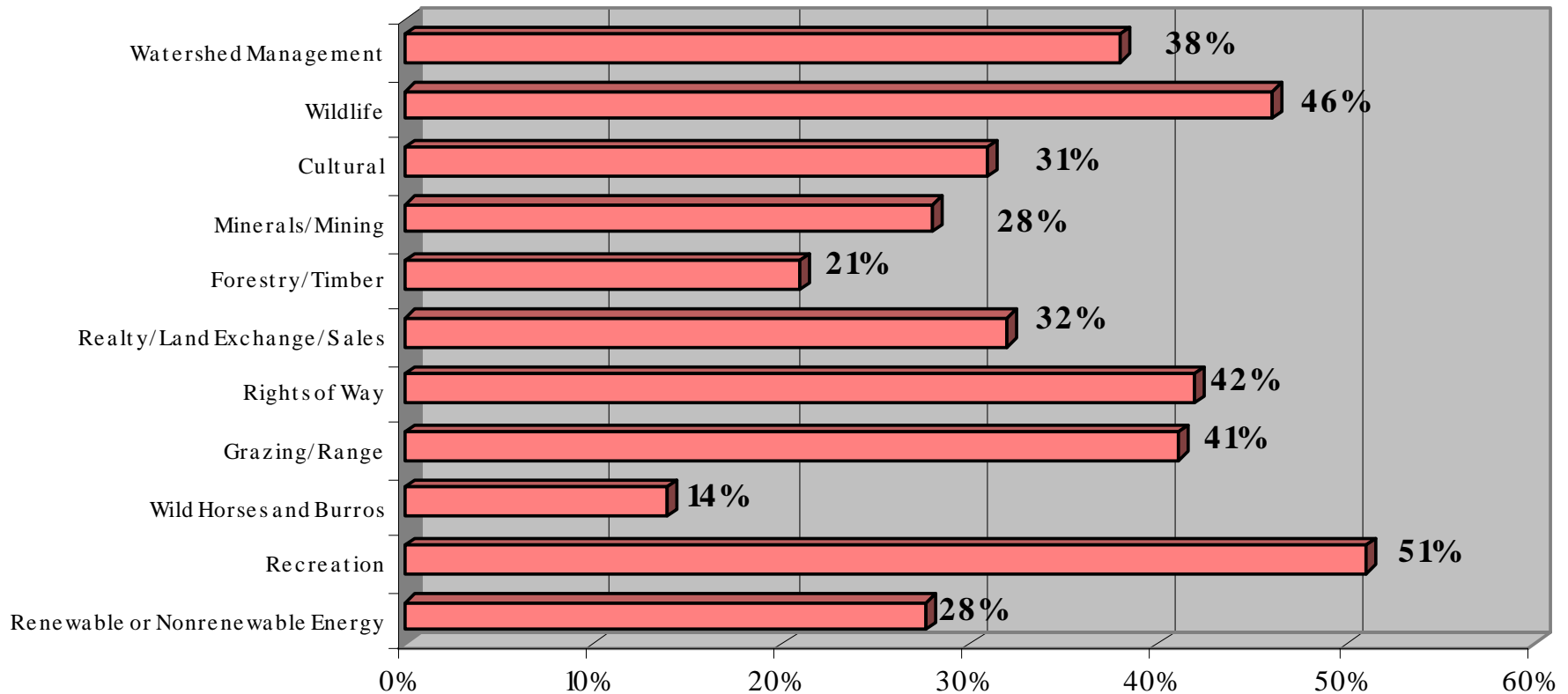## (800 Surveys Completed)

79 respondents selected "Other" for their area of primary interface, but only 73 provided comments.
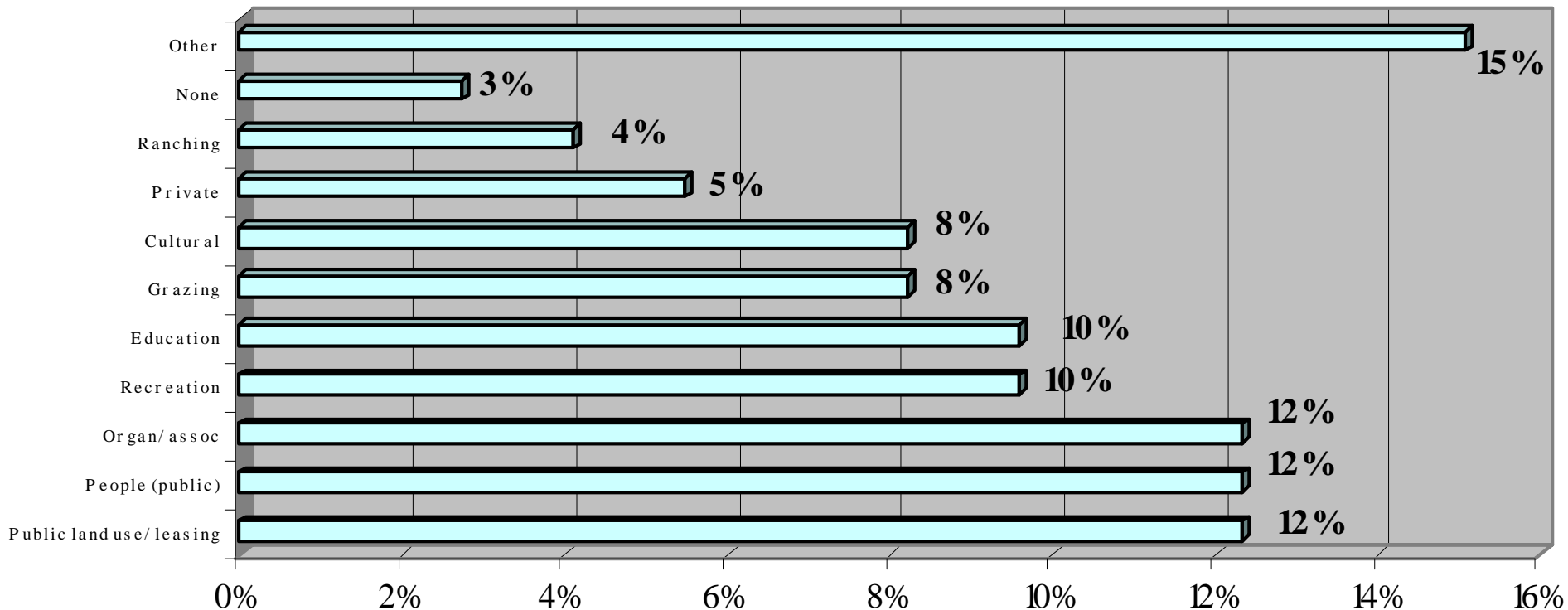
Characteristics of the Sample
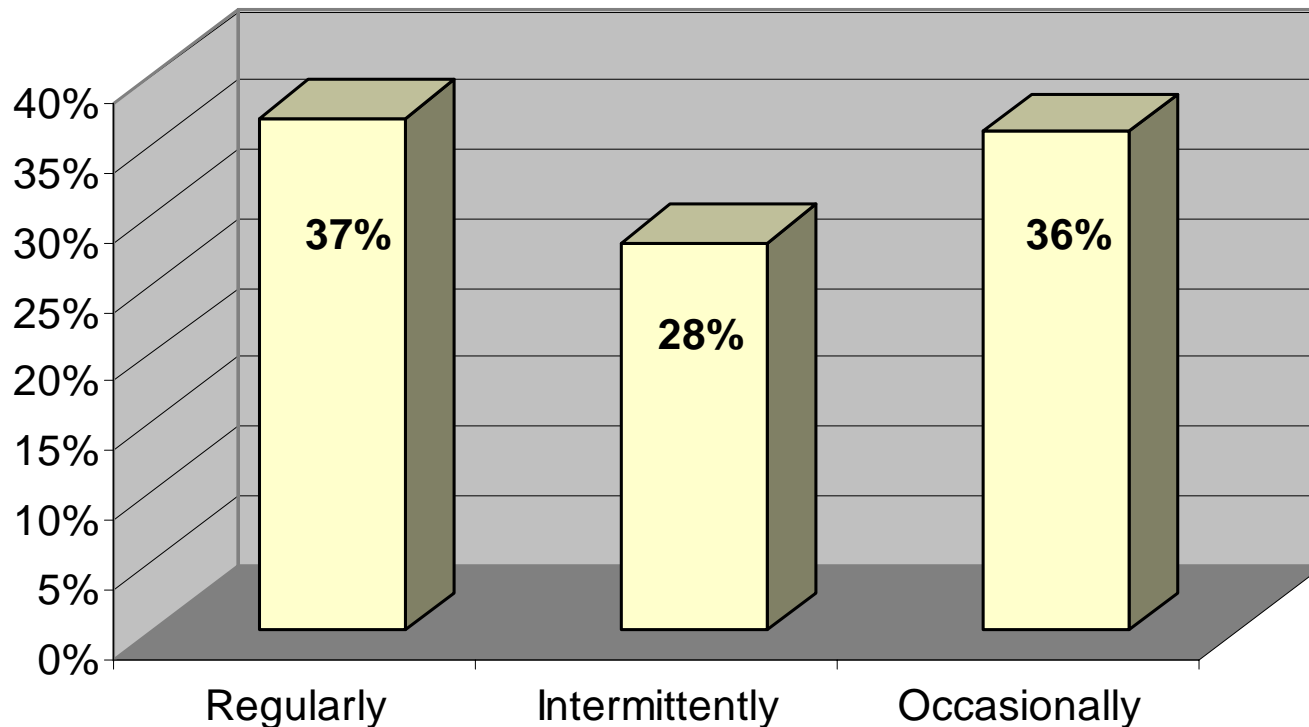## (800 Surveys Completed)

Programs with the Most Involvement (A5; n=800)

Program	Percent
Watershed Management	38%
Wildlife	46%
Cultural	31%
Minerals/Mining	28%
Forestry/Timber	21%
Realty/Land Exchange/Sales	32%
Rights of Way	42%
Grazing/Range	41%
Wild Horses and Burros	14%
Recreation	51%
Renewable or Nonrenewable Energy	28%

Characteristics of the Sample
(800 Surveys Completed)

Frequency of Interaction with BLM (Q2; n=800)

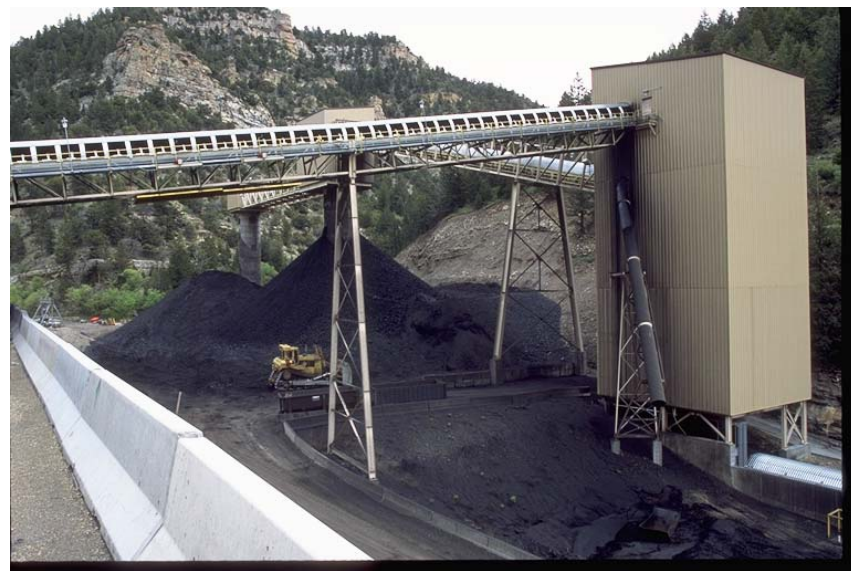

Regularly- about weekly

Intermittently- about monthly

Occasionally- about quarterly

QUANTITATIVE & QUALITATIVE RESULTS

Overall Summary of Results:
Percent Favorable Across Sub-Processes

- **Ability to Manage Stakeholder & Partner Meetings**
  - **45.4% favorable** (overall Q3H)
  - **39.4% favorable across all questions** (Q3A-3B, 3D, 3F-3G)

- **Cooperation with Community**
  - **37.4% favorable** (overall Q4F)
  - **33.1% favorable across all questions** (Q4A-4F)

- **Relationship Building**
  - **47.8% favorable** (overall Q5H)
  - **46.9% favorable across all questions** (Q5A-5D)

- **Ability to Work with Other Agencies**
  - **34.2% favorable** (overall Q7.1.3a-3b)
  - **35.1% favorable across all questions** (Q7.1.1A-Q.7.1.2B, Q7.2)

- **Implementation of Regulations, Policies, & Guidance**
  - **32.5% favorable** (overall Q8E)
  - **28.4% favorable across all questions** (Q8A-8D)

- **Resource Management**
  - **38.8% favorable** (overall Q9F)
  - **43.3% favorable across all questions** (Q9A-9E)

- **Service Quality**
  - **58.9% favorable** (overall Q10F)
  - **63.3% favorable across all questions** (Q10A-10E)

Possible GPRA Measures
- **Overall Rating: 36.2% favorable** (Q18)
- **Average of Overall Questions: 42.1%**
- ***Recommended GPRA Measure:*** *Average of the Sub-process Questions, not including the overall questions (statistically this is the superior measure):* **41.4%**

- ***Overall Satisfaction Across Sub-Processes** (the average of the mean satisfaction scores for the seven sub-processes):* **35.5%**
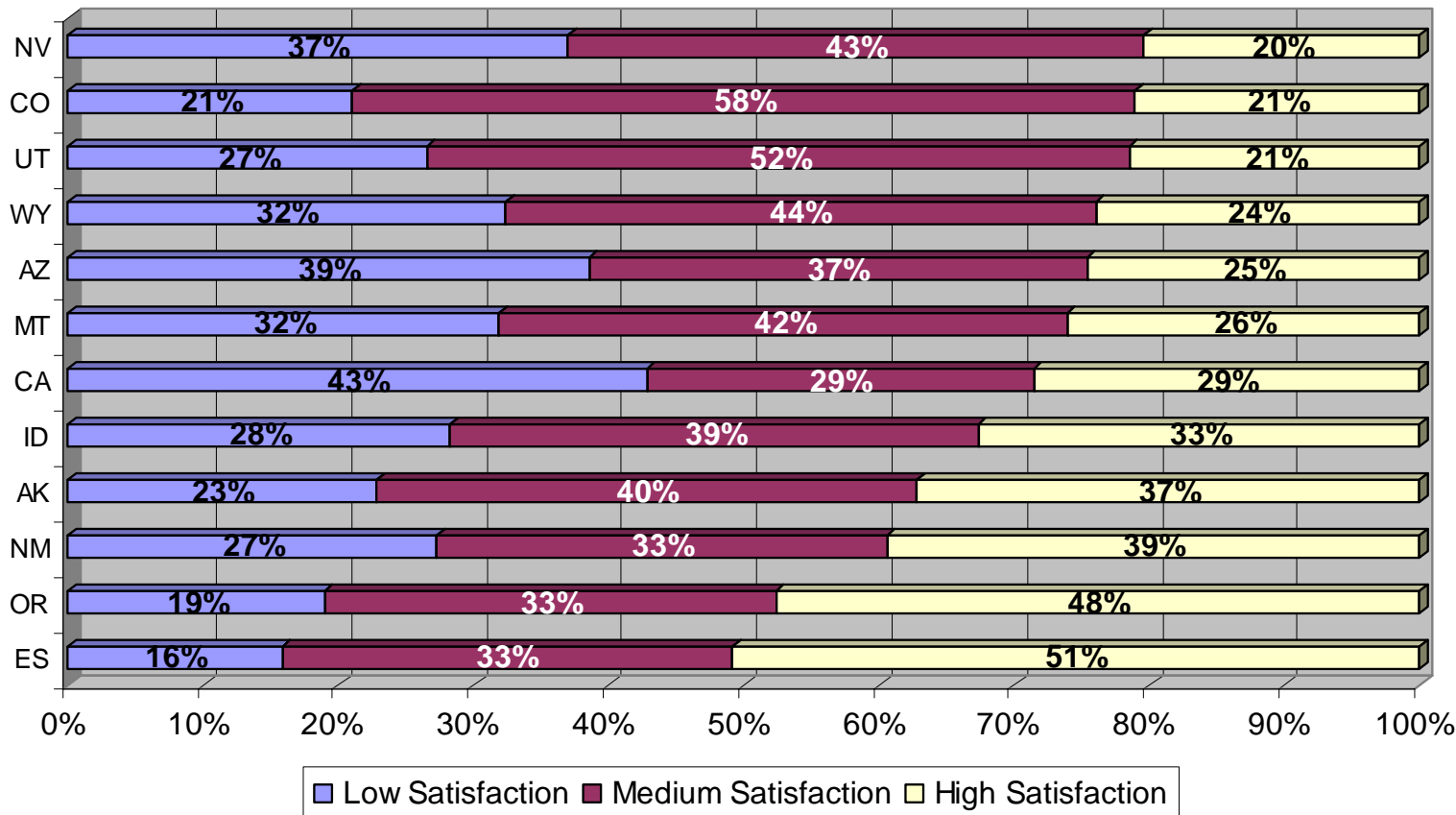
Overall Summary of Results:
Strengths & Improvement Areas

- **Ability to Manage Stakeholder/Partner Meetings**
  - ☺ **Establishing forums/meetings to bring stakeholders and partners together to discuss public lands issues** (Q3B) **(46.2% favorable)**.
  - ☹ **Balancing your issues appropriately with other stakeholders' existing issues** (Q3G) **(32.5% favorable)**.

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  - ☺ **Informing you of upcoming events in matters in which you have indicated an interest** (Q5B) **(56.9% favorable)**.
  - ☹ **Knowing the priority that your organization/ community has assigned to its issues** (Q5C) **(53.6% favorable)**.

- **Ability to Work with Other Agencies**
  - ☺ **Satisfied with one-stop shopping opportunities offered by BLM and its Federal partners** (Q7.2) **(42.5% favorable)**
  - ☹ **Ability to work with state/local gov. agencies to have a consistent approach to land mgmt. across gov. agency boundaries** (Q7.1.2b) **(30.2% favorable)**

- **Implementation of Regulations, Policies, & Guidance**
  - ☺ **Involving your organization in the development of regulations, policies, and guidance** (Q8D) **(31.4% favorable)**
  - ☹ **Consistency implementing rules and regulations across BLM field offices** (Q8C) **(24.4% favorable)**

- **Resource Management**
  - ☺ **Protecting historical, cultural, and other significant natural resources** (Q9E) **(72.2% favorable)**
  - ☹ **Making its management decisions based on scientifically sound data** (Q9D) **(53.6% favorable)**

- **Service Quality**
  - ☺ **Responsiveness to your calls, emails, written communication** (Q10A) **(71.5% favorable)**
  - ☹ **Timeliness in working on issues that your organization brings to BLM's attention** (Q10B) **(46.5% favorable)**

Distribution of Respondents' Satisfaction Score* by Administrative States

- For example, the distribution of satisfaction scores in:
  - Eastern States- 51% of respondents rated their satisfaction as high, 33% medium, and 16% low
  - Nevada- 20% of respondents rated their satisfaction as high, 43% medium, and 37% low.

State	Low Satisfaction	Medium Satisfaction	High Satisfaction
NV	37%	43%	20%
CO	21%	58%	21%
UT	27%	52%	21%
WY	32%	44%	24%
AZ	39%	37%	25%
MT	32%	42%	26%
CA	43%	29%	29%
ID	28%	39%	33%
AK	23%	40%	37%
NM	27%	33%	39%
OR	19%	33%	48%
ES	16%	33%	51%

*The satisfaction score is the average of the mean satisfaction for each of the following sub-processes:
1) ability to manage stakeholder and partner meetings;
2) cooperation with the community;
3) relationship building;
4) ability to work with other agencies;
5) implementation of regulations policies, and guidance;
6) resource management; and
7) service quality.

☐ Low Satisfaction ■ Medium Satisfaction ☐ High Satisfaction

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Top Emerging Issues/Areas

"Please list the top 3 emerging issues/areas that you as a representative of your organization anticipate dealing with in the next 6 to 18 months on public lands that BLM manages." (Q1A-1C)

- **Cumulatively, responses fell into 22 categories- the top ten of which are shown in the chart.**
  - **Cumulatively, there were 2608 responses (with 451 responses treated as missing-no answer), therefore N=2157.**
  - **Many responses overlapped between categories and were coded and counted in more than one category.**
    - **For example, the response "access to public lands for oil and gas development" was placed into the oil & gas/energy/coal category as well as the access category.**
  - **69.5% of the issues are represented by these 10 categories, while 30.5% fell into the other 12 categories (less than 4.0% per category).**

* Examples of category comments can be found in the next slide.

Categories	Frequency	Percent
Wildlife/T&E/Fish/WHB	261	12.1%
Grazing/Ranching	200	9.3%
Access	166	7.7%
Oil & Gas/Energy/Coal	156	7.2%
Watershed/Wetlands/Rivers	153	7.1%
Recreation/Facilities/ Visitor Services	144	6.7%
Land Use Planning	114	5.3%
ROW/Roads	109	5.1%
Land Health/Resource Management	104	4.8%
Realty/Land Exchange	90	4.2%
Total (top ten categories)	1497	69.5%

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Top Emerging Issues/Areas

Categories	Example Comments
Wildlife/T&E/Fish/WHB	Threatened and endangered species; Wild horse management; Fish and wildlife.
Grazing/Ranching	Cattle grazing; Continued grazing on BLM ground; Grazing condition permittees.
Access	Recreational access and use; Access to state owned minerals underlying BLM land; Access land.
Oil & Gas/Energy/Coal	Oil and gas development; Coal bed development; Renewable energy and land.
Watershed/Wetlands/Rivers	Watershed issues and management; Water rights; Riparian issues; River management.
Recreation/Facilities/Visitor Services	Trail management; Motorized recreation; Hunting conflicts; Providing visitors services, outdoor recreation services; Tourism.
Land Use Planning	Land use planning; West Mojave plan; Regional management plans; Boundary adjustments.
ROW/Roads	Rights of way issues; RS2477; Road closures; Road maintenance.
Land Health/Resource Management	Air quality; Encroachment; Conservation; Environmental issues, the assessments that they have to do; Keeping the resources clean and healthy.
Realty/Land Exchange	Transfer of private or public land or land sales; Land exchanges; Land fragmenting; Land and realty.

Ability to Work with Other Agencies

Rate BLM on the following areas:

	Federal Agencies (i.e. USFS, F&WLS, or NPS)	State & Local Government Agencies
Working to increase consistency of rules, regulations, and processes across government entities? (Q7.1.1a-b)	36.7% fav.	33.8% fav.
Having a consistent approach to land management across government agency boundaries? (Q7.1.2a-b)	32.4% fav.	30.2% fav.
BLM's ability to work with other agencies to improve consistency? (Q7.1.3a-b)	35.9% fav.	32.4% fav.

- **42.5%** of respondents reported being satisfied with the one-stop shopping opportunities offered by BLM and its federal partners. (Q7.2; n=516)

- **69.3%** of respondents reported that their constituents or members would like the ability to get one single pass/permit that would authorize use across lands managed by more than one Federal agency. (Q7.3; n=800)

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Ability to Work with Other Agencies

"Examples where BLM has done a good job of working with other agencies to improve consistency and/or convenience." (Q7.4; n=578)

- **Responses fell into 16 categories- the top eight of which are shown in the chart.**
  - **There were 832 responses (with 254 responses treated as missing-no answer), therefore N=578.**
  - **Many responses overlapped between categories and were coded and counted in more than one category.**
    - **For example, the response "compliance, coordinate with state and local agencies" was placed into the working with states category and the working with localities category.**
  - **72.3% of the examples are represented by these 8 categories, while 27.7% fell into the other 8 categories (less than 5.0% per category).**

  * Examples of comments for the top 6 categories can be found in the next slide.

Categories	Frequency	Percent
Working with localities	77	13.3%
Working with states	67	11.6%
Working with wildlife, fish, WHB issues	55	9.5%
Working with Forest Service	51	8.8%
Working with other agencies and the community	47	8.1%
Working with fire management	46	8.0%
BLM Involvement & Qualities	44	7.6%
Working on permits, leasing, and fees issues	31	5.4%
Total (top eight categories)	613	72.3%

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Ability to Work with Other Agencies

Categories	Example Comments
Working with localities	- Well I think that their willingness to include state and local government as participants in the NEPA process is a good thing. - The local level community with trails.
Working with states	- Interacted better with the State office. - Work with the state land board on their ground. Work together to use both federal and state land together for grazing.
Working with wildlife, fish, WHB issues	- We have worked with them in the fishing program. - With the fish and wildlife. - Wild horse adoption program.
Working with Forest Service	- BLM and the forest service work very closely together on the local ATV trail systems. - They have worked with forest service to get better water for cattle.
Working with fire management	- Fire management plans, BLM initiated big fire plans. It is a good plan. - Interagency fire management.
Working with other agencies and the community	- Where they work with all the other agencies. - Working with other agencies to get permits to drill coal bed methane.

Ability to Work with Other Agencies

"Key areas where you'd like to see BLM do a better job of working with other agencies to improve consistency and/or convenience." (Q7.5; n=598)

- **Responses fell into 19 categories- the top ten of which are shown in the chart.**
  - **There were 820 responses (with 222 responses treated as missing-no answer), therefore N=598.**
  - **Many responses overlapped between categories and were coded and counted in more than one category.**
    - **For example, the response "manage and game and grazing recreation with the forest service" was placed into the improving consistency with Forest Service category and the improving consistency in grazing category.**
  - **59.0% of the areas are represented by these ten categories, while 41% of responses fell into the other 9 categories (less than 5.5% per category).**

*** Examples of comments for the top 6 categories can be found in the next slide.**

Categories	Frequency	Percent
Improving consistency in states & localities	59	9.9%
Improving consistency with wildlife & endangered species agencies	55	9.2%
Improving consistency through outreach & building relationships	47	7.9%
Improving consistency with Forest Service	45	7.5%
Improving consistency in land access/exchange	44	7.4%
Improving consistency in planning	35	5.9%
Improving consistency in communication and coordination	34	5.7%
Improving consistency in grazing	33	5.5%
Total (top ten categories)	352	59.0%

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Ability to Work with Other Agencies

Comments	Examples
Improving consistency in states & localities	- Coordination with local government. - Just try to be more consistent with how they do things in "state x," as they do in "state y."
Improving consistency with wildlife & endangered species agencies	- Coordination with the Fish & Wildlife Service. - On their regulation, on wildlife protections and monitoring of impacts to wildlife.
Improving consistency through outreach & building relationships	- Be more community oriented instead of having their own agenda. - I would really like them to confer more with citizens and owners of property and have a better relationship.
Improving consistency with Forest Service	- Forest service and BLM if we could only deal with one agency rather than two agencies it would be easier. - I would like to see consistency between BLM and Forest Services. There is no consistency at the moment in my area.
Improving consistency in land access/exchange	- Land access. They need to mark trails where off road vehicles can go like they said they would, they are closing roads and not marking them like they said they would. - Land exchanges. Been held up for several years.
Improving consistency in planning	- Planning with county government. - Overall, land management planning.

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Implementation of Regulations, Policies & Guidance

- **"Please give examples of any inconsistencies in implementing rules and regulations across BLM field offices."** (Q8C.1; n=398)
  - There were 842 responses (with 444 responses treated as missing-no answer), therefore N=398.
  - Many responses overlapped between categories and were coded and counted in more than one category.
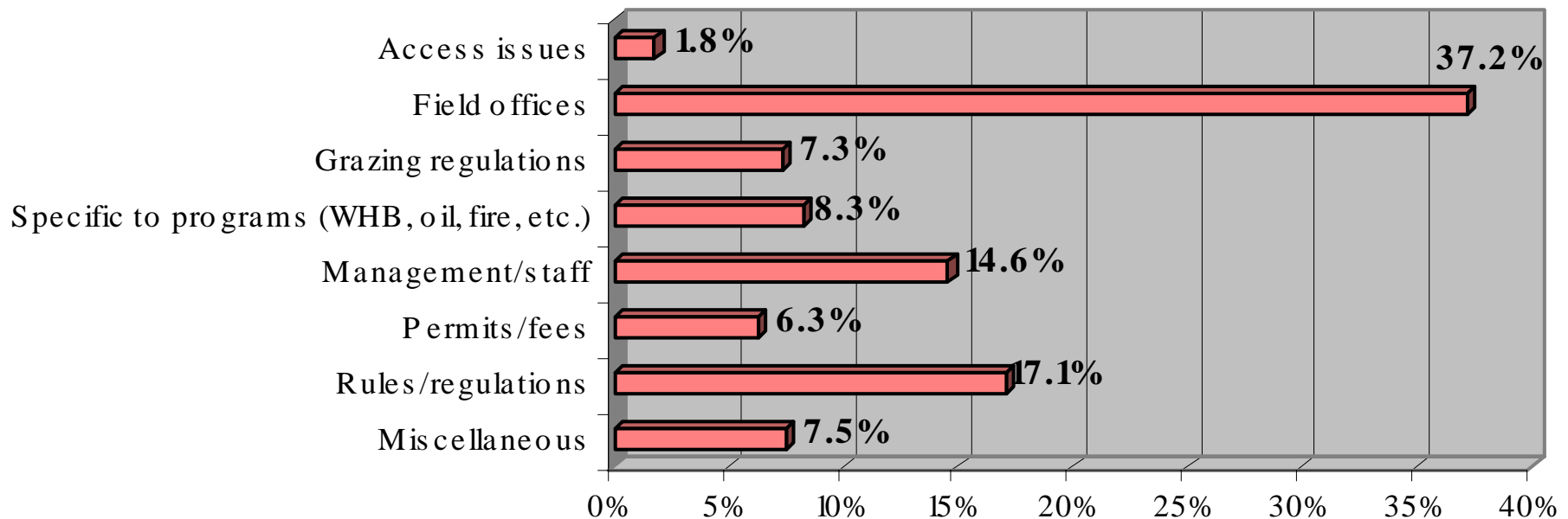
Examples of category comments can be found in the next slide.

Implementation of Regulations, Policies & Guidance

Categories	Comments
Access Issues	- They sold some BLM land to some owners and I couldn't get them to sell me any. - The Mouse City office does not provide public access to BLM lands like in Louistown and billing. In another area they provide thousands of public lands.
General Inconsistencies between Field Offices	- The consistencies of definition between field offices. Example the definition of a trail within their resource management plan. - The Dickson office is different than the Bellefourche office on oil and gas matters.
Grazing regulations	- The elimination of significant amounts of livestock grazing on Grand Staircase Escalante national monument. The closure of county roads. Restrictions placed on county roads. The Grand Staircase Escalante primitive zone. - Baker and Vale. The way they apply grazing rules have slight differences.
Specific to programs (WHB, oil, fire, etc.)	- All field inconsistencies of open or closed off road vehicles.. - At times the Belle Fouruche field office, is not connected on wildland fire issues with the Montana state office.
Management and staff	- Between the county sheriff and the BLM there are problems as to jurisdiction. - The field officer says one thing and the range say something else.
Permits and fees	- Paleontological handling permitting issues. - Eastern states and western field offices, as far as horse adoption fees.
Rules and regulations	- El Centro office inconsistency with Dunes policy inconsistency with applying standards of EIS. - Elko, Salt lake, Kemmerer inconsistencies in the attention given to the regulations pertaining to off road vehicles

Recommendations for Action

- **Focus on the leverage areas identified in the report to improve stakeholders and partners overall satisfaction with BLM and its operations. The top three leverage areas to focus on are:**
  - **Making its management decisions based on scientifically sound data (Q9D).**
  - **Working with interested stakeholders/partners to establish a common vision for multiple uses on BLM managed lands (Q3A).**
  - **Having a consistent approach to land management across government agency boundaries (Q7.1.1b).**

- **Focus on improving certain sub-processes that received lower percents favorable across the questions (not including the overall question). For example:**
  - **Implementation of regulations, policies, and guidance for which respondents only reported being 28.4% favorable**

- **Focus on improving the consistency in areas identified by respondents. For example:**
  - **Inconsistency with states and localities: 9.7%**
  - **Inconsistency with wildlife and endangered species agencies: 8.3%**